

## **Revisions to the Agenda**

### **City Council**

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**Monday, August 27, 2018**

**6:00 PM**

**Council Chambers**

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**4. a. [18-390](#)**

Appeal of the Planning Commission's decision on Comprehensive Plan Change / Zone Change / Urban Growth Preliminary Declaration Case No. CPC-ZC-UGA18-04 for property located at 4195 Aumsville Highway SE.

Ward(s): Ward 3

Councilor(s): Nanke

Neighborhood(s): SEMCA

**Attachments:** [Vicinity Map](#)

[July 19 2018 Decision of the Planning Commission](#)

[Appeal Letter](#)

[June 19 2018 Staff Report](#)

[July 17 2018 Supplemental Staff Report](#)

[Letter from Colette Peters - Director of the Oregon Department of Corrections](#)

[Request to Continue Hearing](#)

[Applicant's Statement](#)

*Add - Report Added*

**FOR COUNCIL MEETING OF: August 27, 2018**  
**AGENDA ITEM NO.:**

**TO: MAYOR AND CITY COUNCIL**

**THROUGH: STEVE POWERS, CITY MANAGER**

**FROM: NORMAN WRIGHT, COMMUNITY DEVELOPMENT DIRECTOR**

**SUBJECT:**

Applicant's request to open and continue the public hearing to September 24, 2018 for the appeal of the Planning Commission's decision on Comprehensive Plan Change / Zone Change / Urban Growth Preliminary Declaration Case No. CPC-ZC-UGA18-04 for property located at 4195 Aumsville Highway SE.

Ward(s): 3  
Councilor(s): Nanke  
Neighborhood(s): SEMCA

**RECOMMENDATION:**

Information Only.

**BACKGROUND:**

A public hearing before City Council is scheduled for August 27, 2018 on the appeal of the Planning Commission's decision on a consolidated Comprehensive Plan Change, Zone Change, and Urban Growth Preliminary Declaration for property at 4195 Aumsville Highway SE.

**FACTS AND FINDINGS:**

The applicant and appellant have requested that the hearing be opened on August 27, 2018 without taking testimony and continued to September 24, 2018. The applicant has granted an extension of the 120-day deadline to October 12, 2018.

The applicant stated that the applicant and appellant are working to resolve concerns and meet the City's requirements. The applicant also submitted a response to the appeal in the event that the parties are not able to reach such a resolution.

Attachment A: Applicant's Response to the Appeal of Case No. CPC-ZC-UGA18-04

August 27, 2018



August 24, 2018

**Via Email [citycouncil@cityofsalem.net](mailto:citycouncil@cityofsalem.net)**  
**and First Class Mail**

Mayor Chuck Bennett  
Pamela Cole, Case Manager  
City of Salem Planning Division  
555 Liberty Street SE, Room 220  
Salem, OR 97301

**Re: Comprehensive Plan Change/Zone Change/UGA for 4195 Aumsville  
Highway SE  
Case No. CPC-ZC-UGA18-04**

Dear Mayor Bennett and Honorable City Councilors:

Our office represents Cascade Legacy Properties, LLC, ("Cascade Legacy"), in its request for a Comprehensive Plan Change/Zone Change/UGA Application (the "Application") for the above-referenced property (the "Property"). The Property is located inside the Urban Growth Boundary and inside the City limits. The Application was approved by the Planning Commission over the objection of neighbors living outside the City.

The change approved by the Planning Commission took the Property from PH zoning, which authorizes comparatively narrow commercial development, to IC zoning, which authorizes a greater variety of commercial uses and residential uses as conditional uses. The Property was originally zoned PH 42 years or more ago when it was part of broad Department of Corrections holdings in the area. Although the Department of Corrections sold the Property, originally to Corban University, the zoning for the property has not been revisited to reflect the changes that occurred in the area over the last 4 decades.

The Planning Commission's approval recognizes the impact of the substantial development occurring at Mill Creek with construction of the Henningsen Cold Storage facility, Home Depot Distribution Center, PacTrust project, and Amazon Fulfillment Center. These commercial developments are all close to the Property and create the need for development options beyond the limited commercial options under the PH zone. The expanded commercial uses and conditional use residential uses authorized in the proposed IC zone respond to this changing landscape in the southeast corner of our City. Further, given the presence of other PH zoned land in the area, the conversion of this Property from PH to IC will provide needed flexibility on this property, while still leaving ample land available for development authorized in PH zones.

The group of Marion County property owners that opposes the rezoning of this Property to an IC zone has dubbed themselves the Joseph Street Neighbors (“JSN”). The JSN appeal the Planning Commission approval contending “any use [of the Property] outside large acreage residential is out of sequence.” Curiously, the existing zoning for the Property, PH, allows for commercial uses at fairly high impacts, and does not allow for “acreage residential” which JSN contend is the only appropriate use of this property.

This letter and its attachments address the issues raised by JSN in their appeal.

### **NATURE OF THE APPLICATION**

Cascade Legacy seeks a minor plan amendment, together with a zone change from PH (Public and Private Health Services) to IC (Industrial Commercial). The property at issue lies inside the City limits at the edge of the urban growth boundary, a short distance from Corban University, and the Mill Creek Corporate Center, home to the recently developed Home Depot Distribution Center, Amazon Fulfillment Center, PacTrust project and the Henningsen Cold Storage facility. A map showing the location of the Property is attached as Exhibit A.

It is unclear when the PH zone was first placed on the Property, however, it has been in effect since 1976 at the latest. In the 42 years since the zone was imposed, substantial changes have taken place not only throughout the City of Salem, but the area immediately adjacent to the property. When the PH zone was applied in the mid 1970’s, the only development in the area within the City was the prison and Corban University.

In the approximate 42 years since the PH zone was imposed, the population has more than doubled, from 80,000 in 1976 to more than 160,000 today. Exhibit B. Salem’s population growth has been mirrored by commercial development. An aerial photo of City of Salem, taken in 1976 shows the absence of development in the area of the Property at the time the PH zone was adopted. Exhibit C. Comparing Exhibit C, to an aerial photograph showing the City’s growth through 2018, Exhibit D, shows the City has changed dramatically in the 42 years since the PH zone was adopted.

Specific to this area, the Mill Creek Corporate Center has drawn significant local and national investment resulting in commercial development that brings a significant number of jobs to Salem in general and adjacent to the Property in particular. Within the last few years, the Home Depot Distribution Center, Henningsen Cold Storage facility, PacTrust project and Amazon Fulfillment Center all developed at Mill Creek.

Although the code does not specifically define the area to be considered when a minor plan map amendment and zone change are considered, there are several measures that emerge from the process, each of which supports the determination that the plan map amendment and zone change are appropriate given the development in the area of impact.

First, if the neighborhood association in which the Property is located is considered, the Property is located in the Southeast Mill Creek Neighborhood Association (“SEMCA”) area. All



the developments cited above are within in the SEMCA area, therefore should be considered in determining whether the plan amendment, and zone change are appropriate. The boundaries of SEMCA are set forth on Exhibit E.

In addition to the significant development at Mill Creek, the new Oregon State Police Headquarters, and Bonaventure Retirement Facility adjacent to Kuebler and I-5 are in the SEMCA neighborhood. All of these developments reflect the continued growth of the City and development in the area of the property that warrant the reconsideration of the at least 42 year old PH zone.

A more conservative measure is to define the area of impact and consideration by the distance from the Property of those people objecting to the Application. A review of the addresses included in the materials submitted to the Planning Commission in opposition to the Application shows a Joseph Street neighbor claiming they will be impacted by the Application lives at least 1.25 miles from the property. Exhibit F.

Using a 1.25 mile radius of impact reveals Corban University, the Home Depot Distribution Center, Amazon Fulfillment Center, and the Henningsen Cold Storage facility are all within the area of consideration. Exhibit G.

If the circle of influence is expanded to include the Appellant, Mr. Krautmann's business, which references impact on its operations in its opposition to the Application, the radius of impact expands to 1.81 miles. Exhibit H. Using the 1.81 mile radius of impact, the recently constructed Oregon State Police Headquarters is included as well. Exhibit I.

Perhaps most significantly, however, expanding the area of impact to 1.81 miles encompasses the recently approved and under construction Crawford Crossing in Turner. Exhibit I. Crawford Crossing will encompass as many as 200 single family homes and 130 apartments. Exhibit J.

The Henningsen Cold Storage facility, Home Depot Distribution Center and Amazon Fulfillment Center will all bring significant employment and commercial activity to the area. The Amazon Fulfillment Center alone is anticipated to bring approximately 1,000 jobs to the area. Crawford Crossing is expected to provide homes for some of these workers.

All of these developments are at least as close to the center of the Property as parties who submitted evidence into the record contending approval of this Application will impact them. Accordingly, consideration of the impact of those facilities by this Property is warranted in determining whether a plan map amendment and zone change are appropriate.

When these commercial uses and corresponding residential development are considered it demonstrates the area is changing and the 42 year old PH zoning should be reconsidered. The proposed IC zone adds a wider variety of commercial uses and conditional use residential uses that provide appropriate flexibility to meet the changing needs in the area.

Land that 42 years ago was bordered only by prisons and a university, is now bordered by significant commercial development. The Property lies between acreage residential developments to the southwest and significant single family and apartment construction to the south. The single family and apartment construction is anticipated to provide housing for the surrounding commercial developments to the northwest. This places the Property in an ideal location for an IC zone that will expand the already authorized commercial uses and include residential uses as conditional uses.

It is against this backdrop of evolving uses and changing circumstances that this zone change application is sought. Whether measured against the Southeast Mill Creek Neighborhood Association, the circle of influence defined by the Joseph Street neighbors who submitted information in opposition to the approval of the Planning Commission, or the location of the Appellant's business, substantial commercial development and nearby significant residential development indicate that a minor plan amendment, together with a zone change, is appropriate to allow the flexible development of the Property to reflect the changing conditions in the area.

The JSN's arguments in opposition to the Application will be addressed below. For the purpose of brevity, the arguments and evidence presented by the Cascade Legacy's previous submittals, the initial staff report, the supplemental staff report, and the Planning Commission's findings will not be repeated here. Each of those documents and the evidence, arguments and findings they contain are incorporated by reference

#### **I. The Planning Commission Applied the Appropriate Standard of Review**

JSN's argument that the Planning Commission erred by applying a lower standard of review than is required by the Salem Revised Code (the "Code") completely ignores the recent nearby development of the Home Depot Distribution Center, the Amazon Fulfillment Center, the Henningsen Cold Storage facility and Crawford Crossing, a residential development of 200 homes and 130 apartments under construction less than 2 miles away. In addition to these properties, other surrounding properties are zoned as Employment Center ("EC"), Public Health ("PC"), and PE ("Public and Private Education") that are within city limits. These zones authorize development that will create a need for additional flexibility provided by the requested IC zone.

The surrounding comparatively new commercial and residential developments, demonstrate changing the designation to allow for IC zoning will not have a significant impact on the area. In fact, it is likely to mitigate impacts in the area by providing zoning which could facilitate more local services to a growing number of businesses and residents in the area that need them.

Section 64.025(e)(2) states that the greater the impact of the proposed minor plan map amendment, the greater the burden on the applicant. When the newly established patterns of development are considered, the proposed minor plan map amendment is not of significant impact, and therefore no higher standard need be applied.



JSN seems to contend that because the allowed uses will be different than the large parcel residences located outside the City in Marion County on which they live, the change will be dramatic. Not only is the position contrary to the influences of the development in the area, it ignores the impact of the existing zoning.

The Property is currently zoned PH, which allows drug stores, pharmacies, hospitals, outpatient medical services and helicopter landing areas. Applying an IC zone to the Property will continue to allow most of the uses authorized in the PH zone and adds a wider variety of commercial uses and conditional use residential uses. A chart generally summarizing a comparison of uses in the two zones is attached as Exhibit J.

The impacts of the additional uses authorized in the IC zone are not markedly different than those currently allowed under the PH zone. Further, any increase in impact is prevented by the condition of approval that limits the number of trips development of the Property can generate to those that could be generated under the existing PH zone.

The flaw in JSN's argument is revealed by their suggestion that use of the Property be limited to acreage residential properties. JSN's suggested residential use is not allowed in the PH zone. Thus, they seem to acknowledge PH development will impact them. So will IC.

The impacts are not so distinct, however, to warrant an increase in scrutiny. In fact, surrounding developments show the IC zone is actually better suited to the area, and therefore likely to have a lesser impact than bringing more commercial development to the area without the option of providing services the IC zone will allow. Accordingly, no enhanced scrutiny is justified.

## **II. The Proposed Plan Amendment Satisfies the Criterion under SRC 64.025(e)(2).**

JSN challenges the evidence presented on only 4 criteria. In each case, the record shows there is ample evidence to support the four challenged criteria are satisfied. There is substantial evidence in the records to show: (1) the proposed designation is equally or better suited for the Property, (2) policies of the Salem Area Comprehensive Plan are satisfied, (3) the change provides for logical urbanization of the land, and (4) the amendment is in the public interest and would be of general benefit. Each will be addressed in turn.

### **a. An IC Zone is Equally or Better Suited for the Property than the Existing PH Zone**

The character of the area surrounding the Property is changing. This is partially evidenced by the sale of the Property to Cascade Legacy. Over the last decade, there has been significant development, including the Mill Creek Corporate Center, the Home Depot Distribution Center, the Henningsen Cold Storage facility, and the forthcoming Amazon Fulfillment Center. Less than 2 miles to the south, outside the City, Crawford Crossing is approved and under development with 200 homes and 130 apartments. With such developments, there will be a demand for certain services in the area that can be offered in an IC zone, but not in a PH zone.

Rezoning the Property will create the flexibility to meet the new demands created by these new developments. The 42 year old PH designation does not allow uses these new developments will need.

With the continued development of the area, there will be increased demand for closer services. Without a change, the estimated 1,000 employees at Amazon and hundreds of employees at other nearby facilities are forced to venture to already crowded streets such as Lancaster Drive or Commercial Street to access basic amenities that could be offered on IC zoned property.

The flexibility to pursue the additional uses authorized in the IC zone, while still having available most of the uses authorized in the PH zone, makes the IC zone at least equally, if not better suited to meet the needs of the surrounding area.

b. The Policies of the Salem Area Comprehensive Plan are Satisfied

JSN contends Policy G.5. of the Salem Area Comprehensive Plan (the “Policy”) applies and the evidence does not support the conclusion it is satisfied. The argument ignores the policy cannot be applied to this minor plan amendment and request for a zone change. Even if it is, the evidence shows the proposed IC zone provides for uses that are consistent with and scaled to the uses that now exist in the area.

First, the Policy does not apply to this proceeding. No development is proposed. There is nothing to scale. This is a minor plan amendment and zone change. If uses and the scale of uses allowed under zoning must be defined before zoning is adopted, no zones could ever be adopted until a specific project was proposed. Such a result is diametrically opposed to the purpose of land use planning.

The minor plan amendment and zone change will simply expand the uses that are allowed within that area. As specific uses are proposed, additional land use planning processes will be required. That is the point in time when the scale of a proposal can be measured.

The current PH zoning allows for commercial uses. The proposed new IC zone will allow a broader variety of commercial uses. Thus, the only change is to increase the uses available on a property that is surrounded by significant commercial and residential development. That does not demonstrate any development will be out of scale.

The Property is within the city limits, while the neighboring large acreage residences are located outside Urban Growth Boundary (the “UGB”). While the desire of those living outside the City to control what happens inside the City to minimize the impact on them it is understandable, to allow it to drive land use planning would be disastrous.

If those living outside cities can dictate that the cities they surround only develop with rural like uses at the edge of the city, planned development is impossible. As every city grew, it would create a belt of acreage residential property. For the city to expand, it would have to jump



that belt pulling acreage residential properties developed at the insistence of and for the convenience of those living outside the city, into the heart of the city. Over time, those properties would be redeveloped with infill, creating new homes forced into the backyards of old homes because the city's land is consumed by acreage residential homes built at what used to be the city's edge. The result is absurd.

When properly understood, JSN's argument actually supports the rezoning of the property to IC. They contend development on the Property should be acreage residential properties. The current "Community Service-Government" designation does not promote large acreage single-family residences. In fact, the current PH zone does not allow them. Thus, JSN seems to contend the current zoning is inappropriate.

The proposed IC zone would conditionally permit single family dwellings. Thus, adopting the reasoning of JSN, uses allowed in the IC zone are more consistent with the area than those allowed under the PH zone.

Further, the IC zone allows many other uses that will serve the commercial development in the area while remaining consistent with the character of the surrounding area. The proposed zone change fits the development pattern of the vicinity. The surrounding properties within the City of Salem are zoned EC, PH, and PE and are all developed with industrial, commercial, and public uses. All these existing uses are consistent with the allowed uses within the proposed IC zone.

Any concern regarding scale is resolved by the condition that limits the total number of trips from the property to those that could exist under the PH zone. Thus, the scale of development on the Property will be no greater than under the PH zone. Accordingly, if the Policy is applied, it is satisfied.

JSN's argument seems to be that if one looks at just their properties, the possibility of a commercial center could be out of scale. As noted, however, an equal distance from the Property as the members of the JSN is a 200 home and 130 apartment development, the Amazon Fulfillment Center that will bring 1,000 employees to the area, the Home Depot Distribution Center, the Henningsen Cold Storage facility, the PacTrust project and the new Oregon State Police headquarters.

Given these newly developed uses are just as close to the Property as the neighbors who claim they will be impacted, the proposed development is not out of scale. In fact, it reflects an appropriate scale given the surrounding uses.

c. The IC Zone Designation is a Logical Urbanization of Land

Pursuant to Section 64.025(e)(2)(C), the proposed plan map designation must provide for the logical urbanization of land. JSN argues that the fact that no specified use is proposed, the criteria is not satisfied. JSN contends use of the Property "for any use beyond large acreage residential is out of sequence." (See Appeal Submittal, p. 4). JSN's argument is factually and legally without foundation.

As noted above, requiring specific uses be identified before a zoning designation can be applied stands zoning on its head. The very purpose of zoning is to identify a category of uses and determine if they are suited to an area. If so, a zone allowing specified uses is imposed, and specific concerns regarding specific uses are addressed as required by the zone when the use is proposed.

Applying that test to this Application, the Property is inside the City and already zoned to allow commercial development. This is not a conversion of residential land to commercial uses. It is the conversion of land that can already be used for commercial purposes, to land that can be used for a wider variety of commercial uses at no higher a level of impact than under existing zoning.

Using those who claim the Application will impact them as the zone of impact to consider the logical development of land, one must consider the approved development of 200 homes and 130 apartments, a commercial use involving 1,000 jobs, the Home Depot Distribution Center, Henningsen Cold Storage facility, Corban University, Oregon State Police Headquarters and PacTrust's recent development in Mill Creek.

Providing services to these developments so those working and living in the area do not have to travel to already overcrowded Lancaster Drive and South Commercial Street is logical development of the area.

Furthermore, JSN seems to argue that the only logical use of the Property is large acreage residential lots, but neither the Community Service-Government designation nor PH zones promote or permit single-family residential uses. Therefore, if Cascade Legacy decided to develop the Property under the current designation, JSN would again argue that such development is not a logical urbanization.

The fact that JSN does not want the Property to be developed does not mean development of the Property is not a logical urbanization of land. To the contrary, adding the flexibility provided by the IC zone actually allows as a conditional use the residential use JSN desires. Further, the broader variety of commercial uses allowed under the IC zone will create the flexibility to provide services the new commercial and residential facilities in the area will demand.<sup>a</sup>

- i. The Zone Change is Justified since the IC Zone is Equally or Better Suited because (1) the Physical Characteristics of the Property are appropriate for an IC Zone and (2) the uses allowed in an IC Zone are Logical with the Surrounding Area*

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<sup>a</sup> JSN's argument public services are not available to the Property is not addressed as the record and comments from public works demonstrate facilities can be extended from their current location to the Property. Accordingly, the argument has no factual foundation.



JSN attempts to hang its final argument on SRC Section 265.005, which provides that a quasi-judicial zone change is justified upon the demonstration that the proposed zone is equally or better suited for the Property if (1) the physical characteristics of the property are appropriate for the proposed zone and (2) the uses allowed by the proposed zone are logical with the surrounding land uses.

As addressed above, the IC zone provides logically required flexibility to address the needs of commercial and residential development in the area. Accordingly, the question is: Are the physical characteristics of the Property appropriate for the proposed use?

This question was analyzed by the staff. They concluded:

The Property is steeply sloped. Approximately 50 percent of the property is mapped with areas of 2 and 3 landslide hazard points, and development of these areas would require a geological assessment or geotechnical report. This does not prevent development of the property, but will influence the location and configuration of buildings and other development. The slopes and landslide hazard points on the subject property are similar to those on the Corban property, which is developed with buildings and structures that are similar in size and bulk than those that are likely to be developed on the subject property under the proposed land use designations.

(See Supplemental Staff Report, p. 10).

As staff notes, the existence of slopes affects how, and perhaps where, one can build. Not whether one can build. The existence of Corban University with dorms, office buildings, classrooms and administrative facilities on terrain identical to that of the Property demonstrates the Property is physically suited to the proposed zone and resulting development.

The suitability of the allowed uses in the IC zone is addressed at length above. The surrounding commercial developments in the City make the rezoning of the Property to IC to expand the possible uses of the Property, consistent with the development pattern in the area. Thus, the zone change is justified because the physical characteristics of the Property are appropriate for the proposed zone and the uses allowed are logical with the surrounding area.

d. The Amendment is in the Public Interest and would be of General Benefit

Finally, Section 64.025(e)(2)(E) requires that the amendment is in the public interest and would be of general benefit. This broad criterion requires consideration of the public at large, as opposed to the relatively smaller and private group of county residents represented by JSN.

This amendment could benefit the public by creating a well-located parcel of possible multi-family land or a wider variety of commercial uses better suited to serve the changing needs of the area. It will increase the City and State tax base. It will be an attractive and efficient development, which becomes increasingly necessary as the surrounding and nearby area continues its development. Most significantly, the proposed change will allow a wider range of

uses, which will better serve the surrounding area, which continues to grow and require increased services.

The potential uses will provide employment opportunities and services to the general public and support nearby residential development, institutional development, and industrial and commercial development. Furthermore, development of the Property would include improvements to public facilities that will benefit the public.

JSN argues that such a change would be detrimental to the public at large by impacting the health and safety of JSN. JSN is not the public. They are part of the public, but the inquiry necessarily requires expanding the scope beyond the impact on JSN.

JSN's contention that approval will encroach on an undefined soft perimeter for the Department of Corrections ("DOC") is equally misplaced. First, the DOC sold the Property with no restrictions or requirements that it be maintained as a soft perimeter. Second, nothing in the zoning requires such a perimeter. If such a perimeter was intended, DOC had the opportunity to impose requirements at the time of sale, or seek zoning that would establish one. They did neither. Nor do they make the argument JSN seeks to assert on its behalf.

In fact, DOC's sole statement is that they "hoped" the Property would be used for conservation. There is no mention of any form of a "soft perimeter". City Council Staff Report, Attachment 6. Thus, JSN's contention that the Property was to be part of a "soft perimeter" is refuted by the DOC itself.

By establishing uses that are consistent with the present and future development and continuing growth of the area the proposed change benefits the public.

### **III. Conclusion**

The area surrounding the Property changed in the last 42 years. The development since 2007 is significant. Since then, the area has expanded to include the Mill Creek Corporate Center which contains the Henningsen Cold Storage facility, Home Depot's Distribution Center, and Amazon's Fulfillment Warehouse.

Whatever the measure employed, these new uses should be considered in evaluating this request. The 42 year old PH zone does not provide the flexibility required to meet the needs of the developing area. The proposed IC zone retains most of the approved uses in the IC zone, and adds a variety of additional uses that may be required to meet the existing and future needs of the area.

The changing land scape over the last 42 years requires evaluation of the now outdated PH zoning classification. The proposed IC zone responds to the needs of area, and offers the flexibility of residential uses. Accordingly, it well suited to the Property and its surroundings.

The Planning Commission concluded the IC zone satisfies all the criteria and State and City planning goals. No substantive evidence is presented to challenge that conclusion – only



the often factually inaccurate accusations of those who do not want development near their homes. The evidence in the record amply supports the conclusion the IC zone should be adopted for the Property. Cascade Legacy respectfully requests that the City Council affirm the Planning Commission's approval of its application for a minor plan amendment and zone change to an IC zone.

Yours truly,

SHERMAN, SHERMAN, JOHNNIE & HOYT, LLP

Mark C. Hoyt  
mark@shermlaw.com

MCH/AA

Encl: Exhibits A - K

cc: Client  
Mark Shipman





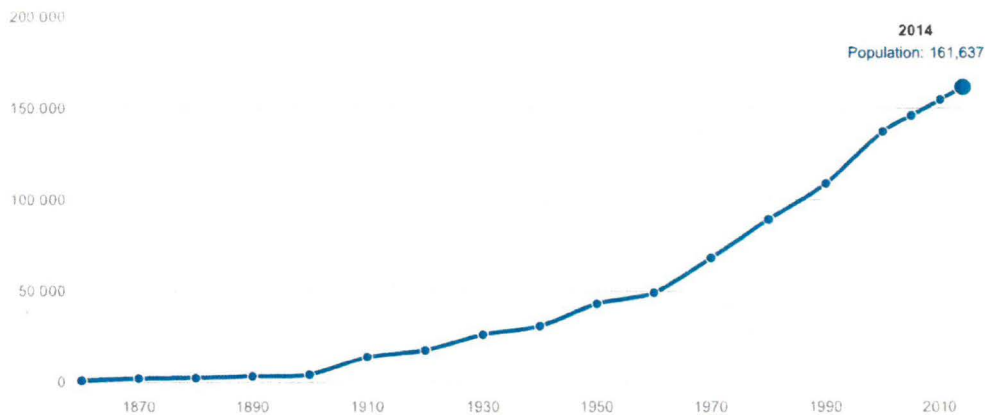
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## Population of Salem, OR

Last official estimated **population of Salem city** ([Marion County](#)\*\*, [Oregon state](#)) was **161,637** (year 2014)<sup>[1]</sup>. This was 0.051% of total US population and 4.01% of total Oregon state population. Area of Salem city is **49.1 mi²** (=127.2 km²)<sup>[6]</sup>, in this year population density was **3,290.59 p/mi²**. If population growth rate would be same as in period 2010-2014 (+1.11%/yr), Salem city population in 2018 would be 168,954\*.

### Historical population

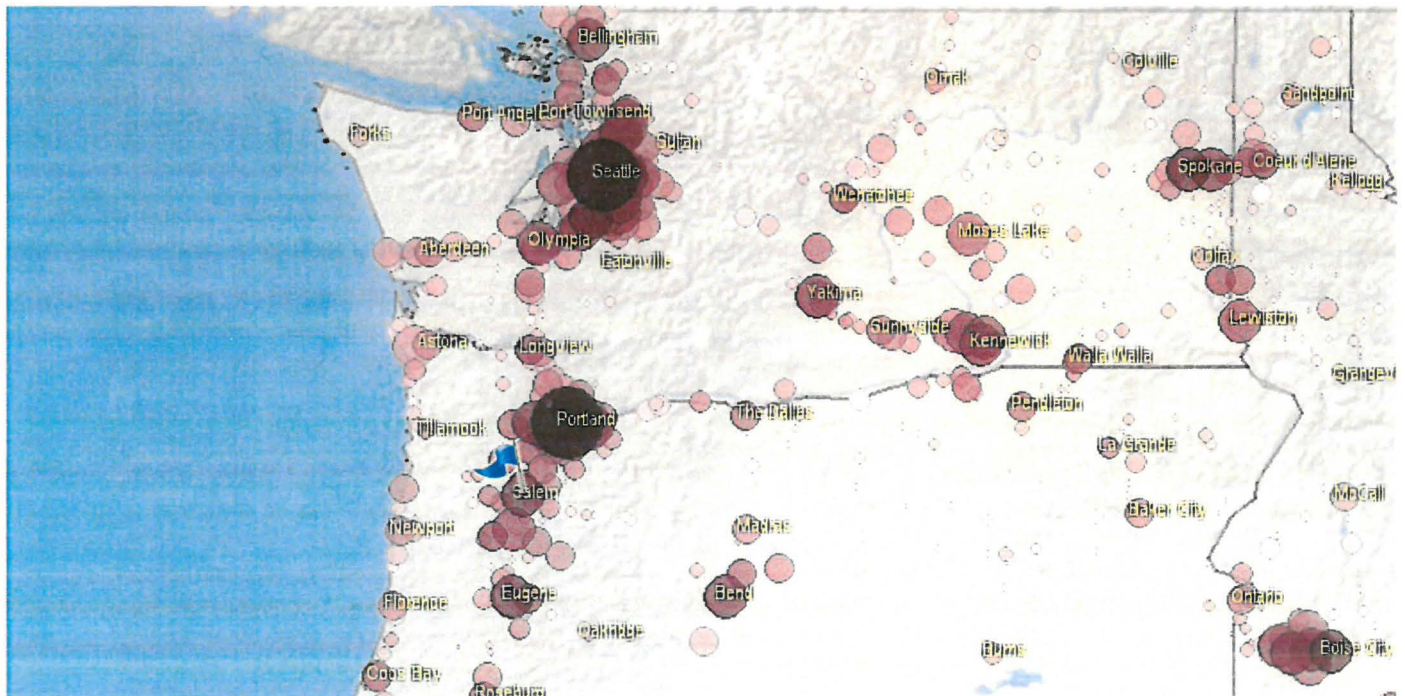
Historical population of Salem city for period 1860-2014:



### Salem city on population map

Estimated population for 2014<sup>[1]</sup>. Click on flag to hide it.

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Population history

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Historical Data

Salem, OR

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## Annual growth rate

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 [1870-1880] +1.73 %/yr  
 [1880-1890] +3.03 %/yr  
 [1890-1900] +2.21 %/yr  
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## Settlements near Salem city

- [Keizer city population](#) 5.5 mi, ↑359°
- [Dallas city](#) 14.2 mi, ←269°
- [Monmouth city](#) 11.2 mi, ←243°
- [Silverton city](#) 13.1 mi, →65°
- [Independence city](#) 9.7 mi, ←241°
- [Stayton city](#) 13.7 mi, ↘126°
- [Aumsville city](#) 9.2 mi, ↘125°
- [Sublimity city](#) 13 mi, ↘120°
- [Gervais city](#) 14.1 mi, ↗25°
- [Turner city](#) 6.3 mi, ↘145°

## Sources, notices

\*Calculated by population.us from last known population growth rate, not official data.

\*\*Some cities are placed on more than one county. Only 1 county is shown.



8/21/2018

Salem, OR population

[1] [Cities and Towns \(Incorporated Places and Minor Civil Divisions\)](#), retrieved 02/23/2016

[2] [City and Town Intercensal Estimates \(2000-2010\)](#), retrieved 02/23/2016

[3] [Places: 1990 and 1999 Populations, With Numeric and Percent Population Change](#), retrieved 02/23/2016

[4] [Population of the 100 Largest Urban Places: 1980](#),

[5] [Population of the 100 Largest Urban Places in history](#),

[6] [Area, latitude longitude data](#), retrieved 02/23/2016

[7] [Through the Decades, Overview 1790-2010](#), PDF, large files! >100 Mb

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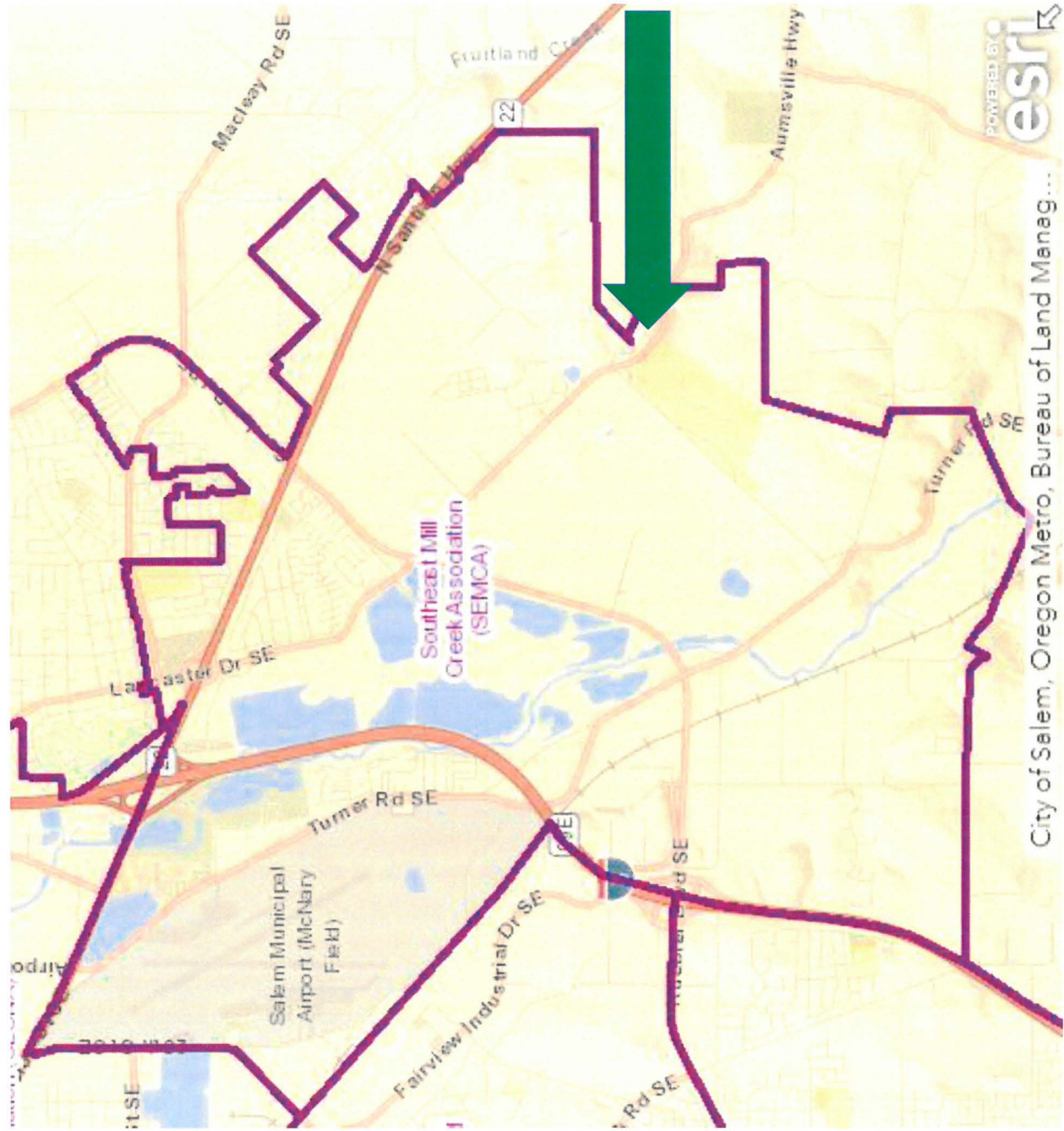
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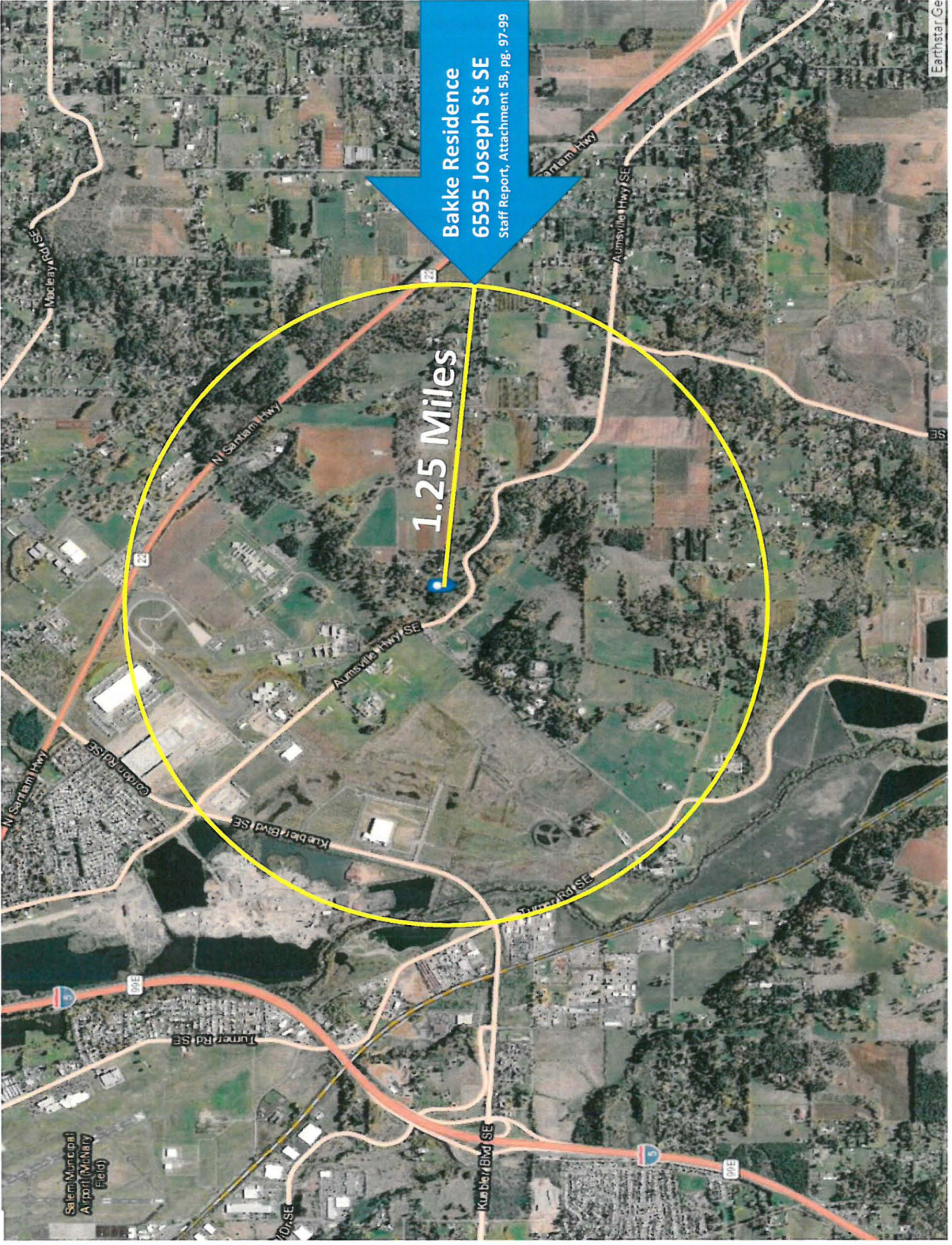




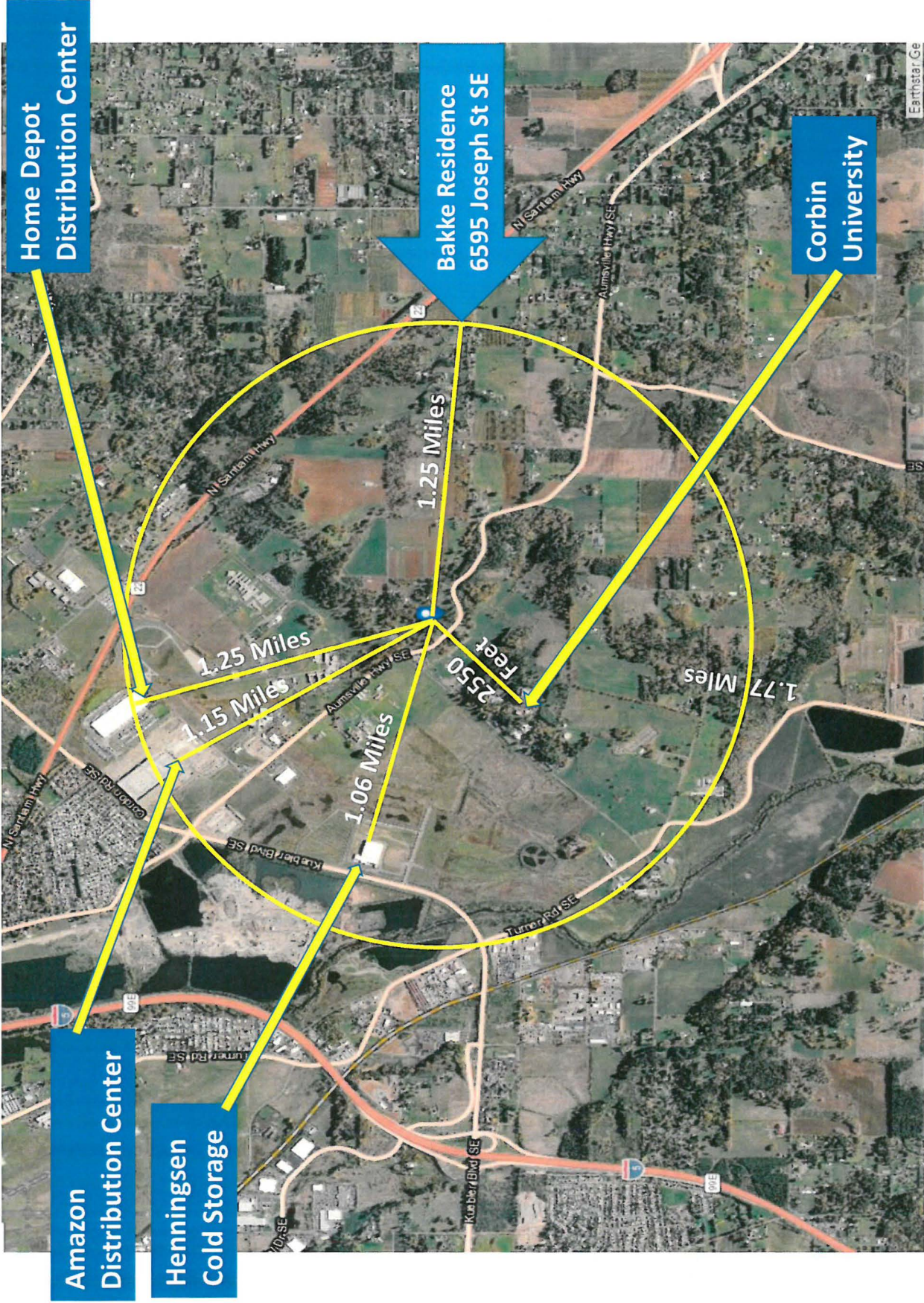




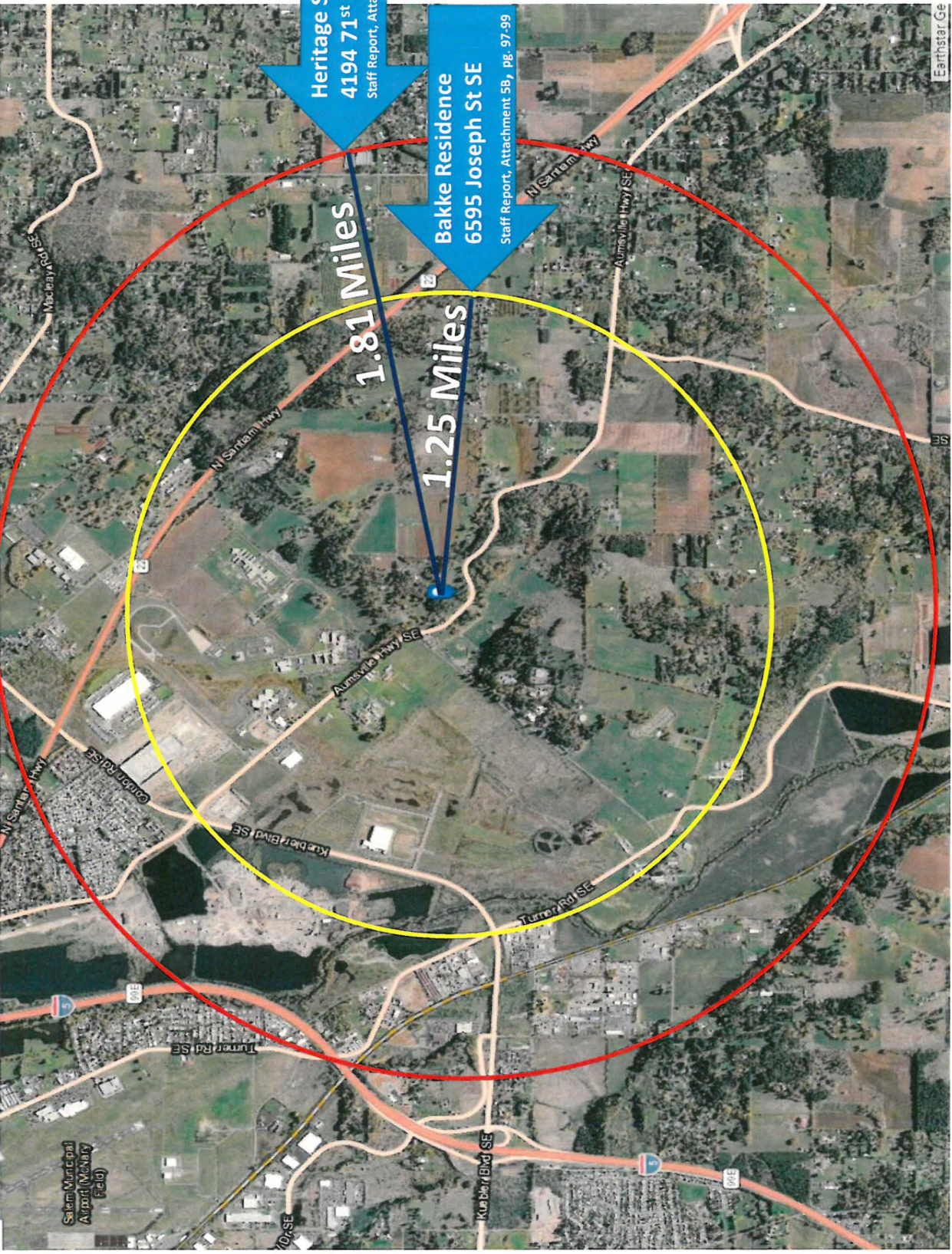




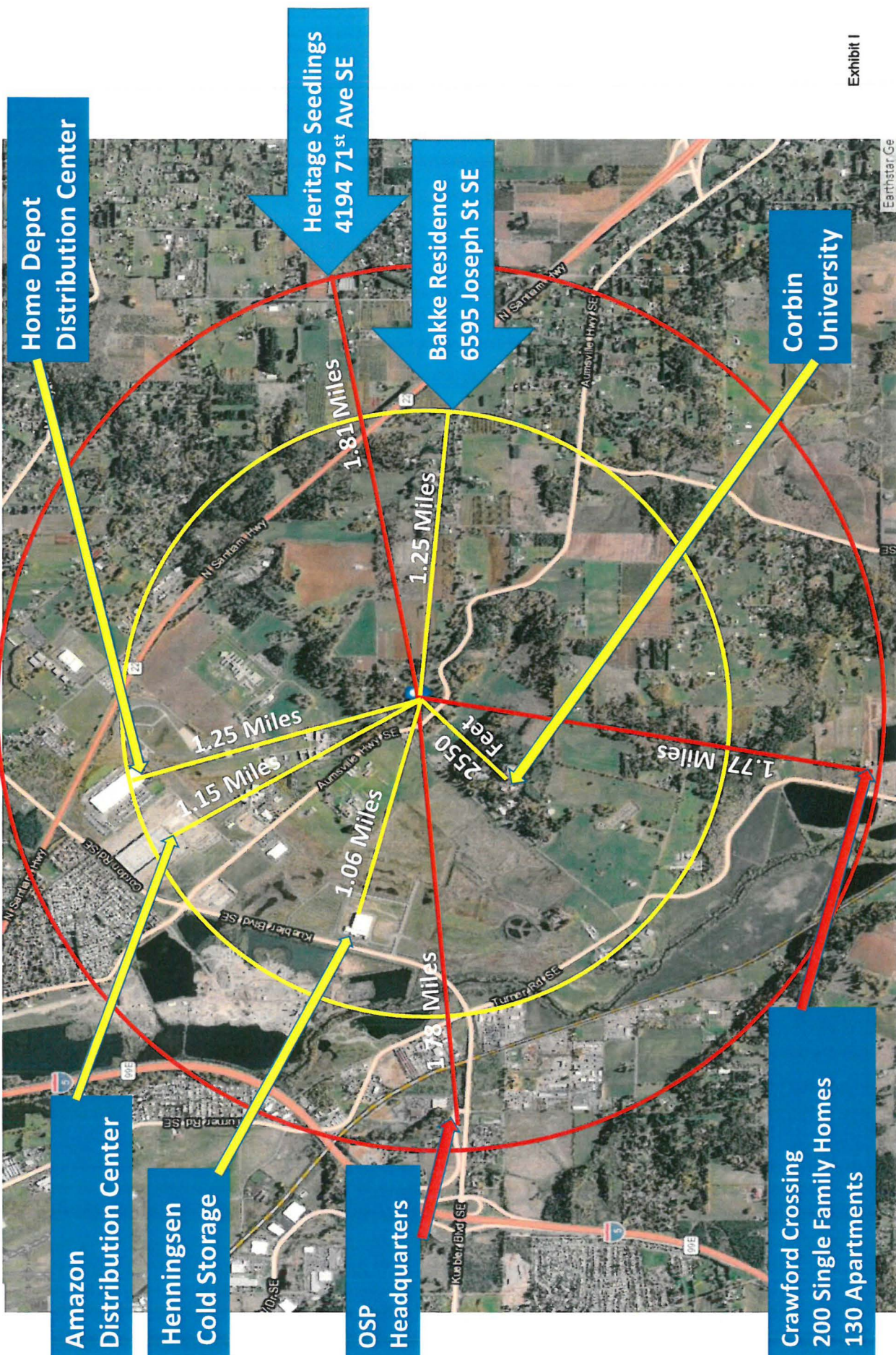














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## Amazon timing weaves well with Turner, Aumsville developments

**Justin Much**, Stayton Mail Published 2:35 p.m. PT Aug. 30, 2017 | Updated 10:44 a.m. PT Aug. 31, 2017



(Photo: JUSTIN MUCH | Stayton Mail, JUSTIN MUCH | Stayton Mail)

City of Turner Business Coordinator DJ Thommen observed crews working out near the Home Depot distribution center several weeks ago, and that prompted him to do some investigating.

He discovered what many learned this week when Amazon announced that it's building a packing and shipping warehouse in east Salem near the intersection of Cordon Road and Aumsville Highway.

It was a pleasant surprise since the new development fits nicely with Turner's current development mode; in recent years the city has elevated its focus on developing business and residential areas. Add to that the Amazon development which could bring an estimated 1,000 jobs to the area, and the two weave together tidily.

The north end of Turner is currently undergoing a significant infrastructural layout with a new development surrounding a lake, dubbed Crawford Crossing. Thommen said the updates will pave the way to the construction of 200 single-family homes and another 130 apartments, located just a few country miles from Amazon's project.

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"I think with the new development at Crawford Crossing, that's going to supply some employees for (Amazon)," Thommen said. "It will be a good fit."

Another part of the Turner picture has been a focus on developing its business district to accommodate growth, a focal point of city planning over the last couple of years.

"It's taken awhile to get the community, business owners, and land owners together and going in the same direction; we achieved that with urban renewal," Thommen said. "Now with more people coming into the area's new development, it will be good."

"Turner has been a bedroom community for some time. As we grow our businesses, we want to provide the basic needs people need on a daily basis in our town," he added.

Crawford Crossing in conjunction with another development around the Franzen Reservoir is expected to increase Turner's population significantly. The city's population currently hovers between 1,800 and 1,900.

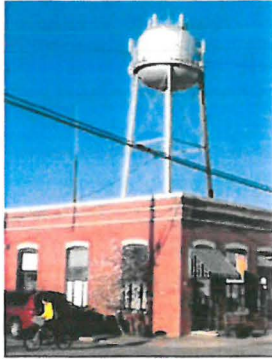
"Turner won't look the same in the next few years; (developments) will add another 50 percent to our population," Thommen said.

Other area hamlets may also be affected by the combined developments, including Turner's neighbor just up Mill Creek Road.

"Considering the location of this new distribution center, we think this could increase demand for housing in our area," Aumsville City Administrator Ron Harding said.

Aumsville has seen its population inch up close to 4,000 this year, and the Amazon development's timing is consistent with Aumsville's developments.

8/22/2018



Aumsville Museum & History Center is located in the core of the city's downtown, adjacent to city hall. (Photo: Special to the Stayton Mail | Annette Utz)

#### Turner Aumsville Amazon development

Harding itemized the city's current construction scenario: 84 new homes on the east side of the city are currently under construction, while 13 homes close to downtown and a 172 unit apartment complex on the west side of the city are scheduled to begin construction later this year or early next year.

"So there will be opportunity for the city of Aumsville to accommodate any new residents looking for a close location with great livability," Harding said, adding a pitch of encouragement:

"Our family-friendly atmosphere, focus on parks and recreation, and commitments to remaining a rural community while providing some urban services continue to make the city attractive."

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**More:** [Turner turns ground at Crawford Crossing \(/story/news/local/stayton/2016/10/14/turner-turns-ground-crawford-crossing/92082370/\)](https://story/news/local/stayton/2016/10/14/turner-turns-ground-crawford-crossing/92082370/)

**More:** [Aumsville slates hearings on plans for property near Aumsville Elementary School \(/story/news/local/stayton/2017/08/29/aumsville-slates-hearings-plans-property-near-aumsville-elementary-school/613402001/\)](https://story/news/local/stayton/2017/08/29/aumsville-slates-hearings-plans-property-near-aumsville-elementary-school/613402001/)

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A new building is planned in Turner between Turnaround Café and Turner City Hall, with visions of luring more retail options downtown. (Photo: JUSTIN MUCH | Stayton Mail)

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PH ZONE	IC ZONE
<b>HOUSEHOLD LIVING</b>	
Dwelling unit for caretaker	Dwelling unit for caretaker
	Single family dwelling, residential home, manufactured home (C)
	Duplex
	Multiple Family
<b>GROUP LIVING</b>	
Residential Care	Residential Care (C)
Nursing Care	Nursing Care
	Room & board serving up to 75 persons
<b>EDUCATIONAL SERVICES</b>	
Day care	Day care
Basic education (C)	Basic education
Post-secondary & adult education (C)	Post-secondary & adult education
<b>LODGING</b>	
Nonprofit shelters	Nonprofit shelters serving victims of domestic violence for 10 or less people
	Short-term commercial lodging
	Long-term commercial lodging (C)
	Nonprofit shelters serving up to 75 persons (C)
<b>RETAIL SALES &amp; SERVICES</b>	
Mobile food units	Eating & drinking establishments
Drug stores & pharmacies	Retail sales
	Personal services
	Postal services & retail financial services
<b>RECREATION, ENTERTAINMENT &amp; CULTURAL</b>	
Recreational & cultural community services	Recreational & cultural community services
Parks & open space	Parks & open space
	Indoor & outdoor commercial entertainment
	Nonprofit membership assembly
	Religious assembly
<b>HEALTH SERVICES</b>	
Outpatient medical services & laboratories	Outpatient medical services & laboratories
Medical centers/hospitals	
<b>CONSTRUCTION CONTRACTING, REPAIR, MAINTENANCE, &amp; INDUSTRIAL SERVICES</b>	
	General repair services
	Building & grounds services & construction contracting

MANUFACTURING	
	General manufacturing
	Printing
UTILITIES	
Basic utilities	Basic utilities
Wireless communication facilities	Wireless communication facilities
Compost facility for yard debris franchise haulers and government entities	Data center facilities
	Recycling depots
BUSINESS & PROFESSIONAL SERVICES	
Home health care services	Office
	Audio/visual media production
	Laboratory research & testing
CIVIC SERVICES	
Administration of public health programs	Governmental services
Social services	Social services
Detention facilities	Governmental maintenance services & construction
WHOLESALE SALES, STORAGE, & DISTRIBUTION	
General warehousing & storage, when operated by public entity	General wholesaling
	Self-service storage
	Warehousing & distribution
FARMING, FORESTRY, & ANIMAL SERVICES	
All agriculture (except marijuana production)	All agriculture (except marijuana production)
Forestry	Forestry
	Agriculture & forestry services
	Animal services
MOTOR VEHICLE, TRAILER, & MANUFACTURED DWELLING SALES & SERVICES	
	Commercial parking
	Motor vehicle services
	Park-and-ride facilities
TRANSPORTATION FACILITIES	
Helicopter landing areas	Helicopter landing areas (C)
Transit stop shelters	Passenger ground transportation facilities
	Marine facilities

(C) denotes that the use may be conditionally permitted. The use must be reviewed to determine whether imposition of conditions is necessary to minimize the negative impacts on the surrounding area.